

PROVIDING FOR THE DEVELOPMENT OF ELLIS ISLAND AS A PART OF THE STATUE OF LIBERTY NATIONAL MONUMENT

JULY 22, 1965.—Ordered to be printed

Mr. BIBLE, from the Committee on Interior and Insular Affairs,
submitted the following

R E P O R T

[To accompany S.J. Res. 79]

The Committee on Interior and Insular Affairs, to whom was referred the joint resolution (S.J. Res. 79) to provide for the development of Ellis Island as a part of the Statue of Liberty National Monument, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the joint resolution as amended do pass.

AMENDMENT

Strike out all after the enacting clause and insert the following:

That there are hereby authorized to be appropriated such funds, but no more than \$6,000,000, as may be required to develop Ellis Island as a part of the Statue of Liberty National Monument, but not more than \$3,000,000 shall be appropriated during the first five years following enactment of this Act.

PURPOSE

The purpose of Senate Joint Resolution 79 is to authorize the appropriation of the funds necessary to develop Ellis Island as a unit of the Statue of Liberty National Monument.

NEED

On May 11, 1965, the President, acting under authority of the act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), proclaimed Ellis Island a part of the Statue of Liberty National Monument. The Presidential proclamation, a copy of which is attached to this report, provided that the Department of the Interior should expend no funds appropriated for the administration of the national monument to develop

Ellis Island until appropriate legislation had been enacted. House Joint Resolution 454 was introduced in response to this provision of the proclamation.

Ellis Island, situated in New York Harbor 1 mile from the tip of lower Manhattan, 1,300 feet from the New Jersey shore, and 2,300 feet from Liberty Island, has been in Federal possession since 1800. Originally $3\frac{1}{2}$ acres in size it has been enlarged from time to time until it now consists of $27\frac{1}{2}$ acres. Its most famous role was played during the years 1892-1954 when it served as the great point of entry for millions of the immigrants who were then coming to the United States. In earlier times it had served as a place for the execution of pirates, as a part of the New York harbor fortifications, and as a naval gunpowder magazine. It was an internment center during World War I and a place of detention for enemy nationals during World War II. Since 1954 it has been unused. Many suggestions have been made for its development (see the report of the Senate Committee on Government Operations entitled "Disposal of Ellis Island" (S. Rept. No. 306, 89th Cong.)), but none has received as wide support as has the proposal to retain it in Federal ownership and to develop it as a part of the national park system.

The plan of the National Park Service is to rehabilitate the main immigration building for use as a public museum, to rehabilitate one or two other smaller buildings for administrative use, to remove all or nearly all the other structures now on the island, to restore the ferry basin, seawall and utilities, to landscape the grounds for public park use with emphasis through sculpture and otherwise on the importance in history of Ellis Island, and to provide (probably through a concessioner) a restaurant and similar facilities for the visiting public. It may also be that, eventually, a walkway will be provided to connect the island with the New Jersey shore. This will be particularly desirable if the plans which New Jersey has for rehabilitating the Jersey City waterfront and developing it into a public park materialize, but plans for such a walkway have not yet been fully formulated. While part of this development work can be accomplished through the use of Job Corps members, the entire undertaking is obviously too large to be handled this way and enactment of House Joint Resolution 454 is therefore needed.

The committee agreed to the House action in limiting the amount authorized to be appropriated to \$6 million in all, with a \$3 million limit on funds for the first 5 years of the program. The Ellis Island facilities will be subject to the fee provisions of the Land and Water Conservation Fund Act of 1965 and any fees that are charged will be covered into the fund.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 11, 1965.

HON. HUBERT H. HUMPHREY,
President of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: Enclosed is a draft of a proposed joint resolution to provide for the development of Ellis Island as a part of the Statue of Liberty National Monument, and for other purposes.

We recommend that the joint resolution be referred to the appropriate committee for consideration, and we recommend that it be enacted.

The President, under authority of section 2 of the act of June 8, 1906 (34 Stat. 225; 16 U.S.C. 431), issued a proclamation on May 11, 1965, adding Ellis Island to the Statue of Liberty National Monument. The proclamation provides that the island will be administered pursuant to the act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), as amended and supplemented, subject to the limitation that, unless otherwise provided by act of Congress, no funds appropriated to the Department of the Interior for the administration of the national monument shall be expended upon the development of Ellis Island. The enclosed joint resolution authorizes the appropriation of such funds as may be required to develop Ellis Island as a part of the national monument.

Ellis Island consists of approximately 27.5 acres and is located in upper New York Bay in close proximity to Liberty Island, upon which the Statue of Liberty National Monument is situated, and to the Jersey City waterfront.

At the request of the Subcommittee on Intergovernmental Relations of the Senate Committee on Government Operations, this Department recently completed a study of Ellis Island. The study was concerned with the park and recreation potential of the island, and the development of a concept of use as it relates to the historical importance of the island and to its relationship to the New Jersey waterfront and the New York Bay region. The study clearly supports the conclusion that Ellis Island is of national significance and is eminently qualified for protection and preservation as a part of the national park system.

Named for its 18th century owner, Ellis Island came into Federal possession in 1800. It was placed under the control of the Federal Bureau of Immigration in 1890 for development as an immigration station. Ellis Island is a physical symbol for the great turn-of-the-century immigrant wave. As the immigrant control point of the Nation's largest port, Ellis Island Station was host to 70 percent, or upward of more than 16 million, of all those entering this country between 1892 and 1954. The millions of "little people" who passed through the Ellis Island depot seeking refuge, freedom, and liberty have, along with immigrants who have attained prominence in our country, made a significant contribution to the United States of America's rise to the position of world power. The Ellis Island Immigration Station was disestablished in 1954, and since that date the island has been under the custody and control of the General Services Administration.

Plans for the New Jersey waterfront development are embodied in two recent reports, one prepared by the New Jersey Department of Conservation, entitled "Recreation Facilities on the Jersey City Waterfront"; the other prepared by the Jersey City Division of Planning, entitled "Waterfront Development—A Planning Approach." These reports deal specifically with the overall recreation needs of northeast New Jersey. One of the significant aspects of both reports is that a waterfront park is proposed opposite Ellis Island and Liberty Island, which leads to the inevitable conclusion that whatever is planned for Ellis Island should harmonize with the Statue of Liberty National Monument and the waterfront park.

If the waterfront development is carried out, we envision that it will have a very definite and favorable effect on Ellis Island; namely, it will greatly improve the setting for the island by providing a green park background instead of a blighted waterfront dock area; it could create a new public access to Ellis Island from the New Jersey Turnpike via the waterfront by bridge or causeway; and it could provide a remarkable and dramatic new harbor composition of the waterfront park, the Statue of Liberty, Liberty Island, and Ellis Island as public areas.

We foresee that the development of the Jersey City waterfront can and will add greatly to the attractiveness of making Ellis Island a national monument and will, in all probability, stimulate and encourage an accelerated waterfront program development.

The inclusion of Ellis Island in the national park system will complement and augment the facilities on Liberty Island and alleviate the overcrowded conditions there.

Proposed developments of the island include the rehabilitation of the main immigration building and another building for administrative and public service uses; the rehabilitation of the ferry basin, existing utility services, and the seawall; and the landscaping of the grounds. Total costs of all developments are tentatively estimated at \$6 million, of which approximately \$2,540,000 would be expended during the first 5 years after establishment of the national monument.

The man-years and cost data statement required by the act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a), when annual expenditures of appropriated funds exceed \$1 million, is enclosed.

The Bureau of the Budget has advised that the enactment of this legislation would be consistent with the administration's objectives.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

JOINT RESOLUTION To provide for the development of Ellis Island as a part of the Statue of Liberty National Monument, and for other purposes

Whereas the President of the United States has by proclamation added Ellis Island to the Statue of Liberty National Monument; and

Whereas the Presidential proclamation prohibits the use of funds appropriated to the Department of the Interior for the development of Ellis Island unless otherwise authorized by act of Congress: Now, therefore, be it

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there are hereby authorized to be appropriated such funds as may be required to develop Ellis Island as a part of the Statue of Liberty National Monument.

Estimated additional man-years of civilian employment and expenditures for the 1st 5 years of proposed new or expanded programs

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Estimated additional man-years of civilian employment:					
Executive direction: Management assistant.....	1	1	1	1.0	1.0
Substantive:					
Clerk-stenographer.....	1	1	1	2.0	2.0
Caretaker.....	1	1	1	1.0	1.0
Guards.....	3	3	3	6.0	6.0
Interpreters (seasonal).....				1.5	1.5
Laborer (seasonal).....	1	1	1	3.0	3.0
Total, substantive.....	6	6	6	13.5	13.5
Total, estimated additional man-years of civilian employment.....	7	7	7	14.5	14.5
Estimated additional expenditures:					
Personal services.....	\$40,200	\$40,200	\$40,200	\$76,500	\$76,500
All other.....	240,500	440,500	640,500	747,500	647,500
Total.....	280,700	480,700	680,700	824,000	724,000
Estimated obligations:					
Land and property acquisition.....					
Development.....	285,000	355,000	650,000	700,000	550,000
Operations (management, protection and maintenance).....	80,700	80,700	80,700	124,000	124,000
Total.....	365,700	435,700	730,700	824,000	674,000

DAY-BOOK OF THE PRESIDENT

THE PRESIDENT OF THE UNITED STATES OF AMERICA, in pursuance of the act of Congress, approved March 3, 1877, relating to the day-book of the President, has the honor to acknowledge the receipt of the following communications:

From the President of the United States, a copy of the report of the President of the United States, in pursuance of the act of Congress, approved March 3, 1877, relating to the day-book of the President, has the honor to acknowledge the receipt of the following communications:

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Date	Time	Place	Remarks
1877	1	Washington	Received from the President of the United States, a copy of the report of the President of the United States, in pursuance of the act of Congress, approved March 3, 1877, relating to the day-book of the President, has the honor to acknowledge the receipt of the following communications:
1877	2	Washington	Received from the President of the United States, a copy of the report of the President of the United States, in pursuance of the act of Congress, approved March 3, 1877, relating to the day-book of the President, has the honor to acknowledge the receipt of the following communications:
1877	3	Washington	Received from the President of the United States, a copy of the report of the President of the United States, in pursuance of the act of Congress, approved March 3, 1877, relating to the day-book of the President, has the honor to acknowledge the receipt of the following communications:
1877	4	Washington	Received from the President of the United States, a copy of the report of the President of the United States, in pursuance of the act of Congress, approved March 3, 1877, relating to the day-book of the President, has the honor to acknowledge the receipt of the following communications:
1877	5	Washington	Received from the President of the United States, a copy of the report of the President of the United States, in pursuance of the act of Congress, approved March 3, 1877, relating to the day-book of the President, has the honor to acknowledge the receipt of the following communications:



